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ABSTRACT

This report evaluates the Urban University Program (UUP), designed to improve urban outreach activities at eight Ohio Universities: Cleveland State University, Kent State University, Ohio State University, University of Akron, University of Cincinnati, University of Toledo, Wright State University, and Youngstown State University. The UUP provides training and education, research, technical assistance, and data base services to Ohio's urban areas. Assessment involved interviews, observation of meetings, and program document review. Findings are reported in terms of the purpose, funding, organization, and impact of the program. The report concludes that the program has accomplished the general intent of addressing the needs of Ohio's urban centers in a positive manner. Suggested improvements in the program include better information on its impact on cities, a more equal distribution of funds among the eight schools, more priority to developing a state-level audience, more focus by UUP leadership on issues important to program success, and more coordination of local and regional efforts. Recommendations include development of statutory language to clarify the intent of UUP and development of an ongoing evaluation program. Appendixes provide the background questions used for analysis, a summary of UUP activities by school, a listing of research and technical assistance grants, and recommendations by and responses to the review panel. (NAV)

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URBAN UNIVERSITY PROGRAM

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February 1992

URBAN UNIVERSITY PROGRAM

RR-92-02

URBAN UNIVERSITY PROGRAM

SUMMARY

This research report examines the Urban University Program (UUP) funded through a line item in the Ohio Board of Regents (OBOR) budget. It is a report of the Legislative Office of Education Oversight (LOEO) to the Legislative Committee on Education Oversight. ***Conclusions and recommendations in this report are those of the LOEO staff and do not necessarily reflect the views of the committee or any of its members.***

Since 1979 the General Assembly has funded the urban outreach activities of eight Ohio universities:

Cleveland State University (CSU)
Kent State University (KSU)
Ohio State University (OSU)
University of Akron (UA)
University of Cincinnati (UC)
University of Toledo (UT)
Wright State University (WSU)
Youngstown State University (YSU)

The UUP is intended to provide training and education, research, technical assistance, and data base services to Ohio's urban areas. Program participants describe an additional program goal as improving the urban research and education capabilities of Ohio's urban universities.

LOEO's research and conclusions relate to the program's purpose, funding, organization, and impact. To complete this study, LOEO interviewed the individuals responsible for the program, observed meetings, and reviewed program documents. We did not attempt to contact local officials or other users of UUP research and services.

Program Description

Ohio's eight urban universities conduct several hundred UUP activities each biennium, addressing the research questions and technical assistance needs of local governments, organizations, and businesses. Examples include providing training to finance officers and studies on why businesses leave a particular city.

For the most part, each university operates its UUP activities separately, focusing on the particular needs of its city or region. There have been some efforts to coordinate UUP efforts across campuses, especially in the northeast region of the state. In addition, two statewide research networks focus on housing and solid waste management and recycling.

The 1991-93 appropriation is $6.5 million, after executive budget reductions. An addition to the budget language for the current biennium requires universities to match the line item funds and restricts which university funds can be counted toward this match.

The line item earmarks 55 percent of the appropriation to Cleveland State University for its Urban Center, and more recently, its urban child center and a public radio station in Cleveland. The other seven universities each receive from four to nine percent of the line item funds depending on their participation in various program components.

The Ohio Board of Regents has delegated the program's leadership responsibilities to Cleveland State University. CSU's Dean of the College of Urban Affairs initially proposed the program, and has served as chair of the UUP Advisory Committee to OBOR for twelve years. The Advisory Committee, comprised of representatives from each of the eight urban universities, voluntarily compiles a report of UUP activities each biennium for OBOR. In 1986, an external review of the UUP was initiated by OBOR.

Program Impact

Neither the Advisory Committee nor OBOR has developed a systematic evaluation process for determining program effects on cities. Participating universities do have informal feedback from clients attesting to the program's positive effect on their local agencies. In addition, Advisory Committee members report that the program has improved their universities by enriching student experiences, increasing research and academic publications, and improving their national reputation among academics.

University programs which attempt to cross academic and policy/practitioner worlds face inherent problems. Universities are not set up to do interdisciplinary work, yet urban problems span different academic disciplines. The current faculty reward system works against faculty who focus on helping policy makers and practitioners. This is a problem which affects the entire university and needs to be addressed on a statewide basis.

In 1986, a national review panel studied the UUP and offered a series of recommendations to the program as a whole and to individual campuses. The panel recommended that OBOR and the Advisory Committee coordinate UUP local and regional efforts to have more of a statewide impact and emphasize communication of findings to local and state policy makers as well as the general public.

Although UUP activities continue to focus primarily on local needs, the participating universities have expanded their level of coordination, most notably through the two statewide research networks. Advisory Committee members have made some attempts to communicate the results of local efforts to state-level policy makers, but LOEO observed that the program has not fully developed a statewide audience for its work.

Conclusions and Recommendations

The Urban University Program has accomplished the general intent of the legislature in using university resources to address the problems of Ohio's urban centers. Based on informal feedback from their clients, UUP's outreach efforts appear to have had a positive effect. However, LOEO noted aspects of the program which could be improved:

* Better information about the effects of the UUP on cities is needed.

* Although in recent years the program has improved its coordination of local and regional activities to have more of a statewide impact, further efforts would improve the overall effectiveness of the program.

* The program has not given priority to developing a state-level audience for its findings.

* The majority of the program's resources are allocated to Cleveland State University; this distribution limits the development of urban outreach at other universities.

* Current budget language restricts the way universities can show support for UUP efforts, and could affect future participation of some universities.

* UUP leadership could focus more on issues important to program success.

LOEO RECOMMENDS:

* The Ohio Board of Regents and the UUP Advisory Committee propose statutory language clarifying the intent of the Urban University Program.

* The Ohio Board of Regents and the UUP Advisory Committee work together to improve:

  - coordination of UUP efforts within and across campuses;
  - targeting of statewide topics;
  - communication of findings to state-level policy makers; and
  - consideration of public outreach work in the university reward system.

* The Ohio Board of Regents and the UUP Advisory Committee begin immediately to develop an ongoing system for evaluating the impact of the Urban University Program on urban life. OBOR could require the Advisory Committee to report on the program's impact in its biennial report.

* The Ohio Board of Regents reconsider the distribution of line item funds to the UUP universities. Any increases in future funding could be more evenly distributed across the universities.

* The General Assembly consider alternatives to the current budget language which restricts the way in which universities can show their institutional support for UUP efforts.

TABLE OF CONTENTS

I - INTRODUCTION 1
OVERVIEW 1
Line Item Components 2
Scope and Methods 3
Report Organization 4

II - PROGRAM DESCRIPTION 5
Program Goals 5
Activities 5
Program Funding 8
Governance 10
Reporting and Accountability 11

III - IMPACT OF THE URBAN UNIVERSITY PROGRAM 13
Problems in Measuring Impact 13
Perceived Impact on Cities 13
Perceived Impact on Universities 14
LOEO OBSERVATIONS 14
Lack of Impact Information 14
Inherent Problems with University/City Collaborations 15
Responses to External Review Panel Recommendations 16
CSU Leadership of UUP 18

IV - CONCLUSIONS AND RECOMMENDATIONS 20
Program Impact 20
Program Organization 21
RECOMMENDATIONS 21

APPENDICES
A - BACKGROUND QUESTIONS TO ADVISORY COMMITTEE A 1 - A 4

B - SUMMARY OF URBAN UNIVERSITY PROGRAM ACTIVITIES B 1 - B 9

C - RESEARCH AND TECHNICAL ASSISTANCE GRANTS ..... C 1 - C 2

D - 1986 EXTERNAL REVIEW PANEL RECOMMENDATIONS AND LOEO ANALYSIS OF UUP RESPONSES ..... D 1 - D 4

RESPONSES
OHIO BOARD OF REGENTS
UUP ADVISORY COMMITTEE TO OHIO BOARD OF REGENTS
CLEVELAND STATE UNIVERSITY

CHAPTER I
INTRODUCTION

The Legislative Office of Education Oversight (LOEO) serves as staff to the Legislative Committee on Education Oversight. Created by the Ohio General Assembly in 1989, the Office studies education-related activities funded wholly or in part by the state of Ohio. In response to questions from committee members, this Research Report describes the Urban University Program.

This is a report of LOEO to the Legislative Committee on Education Oversight. **Conclusions and recommendations in this report are those of the LOEO staff and do not necessarily reflect the views of the Committee or any of its members.**

OVERVIEW

The Urban University Program (UUP) is a line item in the Ohio Board of Regents budget which funds activities at eight urban universities:

Cleveland State University (CSU),
Kent State University (KSU),
Ohio State University (OSU),
University of Akron (UA),
University of Cincinnati (UC),
University of Toledo (UT),
Wright State University (WSU), and
Youngstown State University (YSU).

In 1979 the Ohio General Assembly provided $1 million to the Ohio Board of Regents (OBOR) to distribute to one or more state universities for the development of a program "focusing on solving the problems of Ohio's urban centers." The UUP allocation increased over the years to $7.4 million by the 1989-91 biennium, and currently stands at $6.5 million for the 1991-93 biennium.

Each university uses its share of the UUP line item to establish a connection between the university and its urban area. With UUP funds, universities conduct research on causes of and possible solutions to urban problems, and provide technical assistance to local government officials, community organizations, and businesses.

Six of the eight universities have created **urban centers** to implement their urban research and public outreach efforts. These centers, typically organized within colleges or academic departments, are directed by a faculty member, and use faculty, full-time staff, and students to conduct studies and provide services to clients in cities.

Two of the universities (Cincinnati and Ohio State) have established UUP **committees** to select and fund urban research proposals from various disciplines on campus. These committees are composed primarily of faculty members.

At the three universities which have schools of architecture (Cincinnati, Kent State, and Ohio State) the UUP funds also support **urban design centers**. These centers offer rehabilitation plans and designs and community development services to neighborhoods in Cincinnati, Cleveland, Columbus, and other urban communities.

The only other states with similar programs are Florida and California. These states have programs earmarking state dollars for university centers to provide research for policy makers. Their efforts, however, do not focus exclusively on urban issues.

Line Item Components

The UUP line item is divided into six components. Each component supports activities at one or more universities. The General Assembly earmarks specific dollar amounts for three components which operate solely at Cleveland State:

1. **Urban Center**, within the CSU College of Urban Affairs;

2. **Center for the Interdisciplinary Study of Education and the Urban Child**; and

3. Financial support for **WCPN, a Cleveland public radio station**.

The Ohio Board of Regents determines the distribution of funds to the remaining three components. Cleveland State also participates in two of these:

4. **Northeast Ohio Inter-Institutional Urban Research Program**, which combines efforts of the four universities in the northeast area to focus on regional problems; and

5. **Urban Research and Technical Assistance Grants**, competitively awarded to faculty across all eight campuses.

One component is exclusively for the seven non-CSU universities, and its funds are divided into seven equal shares:

6. **Urban Linkage Program**, which supports urban centers at five universities and faculty-selected research proposals at two universities. This component also funds the three urban design centers.

Exhibit 1 presents the UUP line item components, the participants in each, and the percentage of the total appropriation supporting each component for fiscal year 1992.

EXHIBIT 1

UUP LINE ITEM (FY92)

COMPONENT	PARTICIPANTS	PERCENTAGE OF FUNDS
Urban Center	CSU	45%
Center for the Interdisciplinary Study of Education and the Urban Child	CSU	6%
WCPN, Cleveland public radio station	CSU	4%
Northeast Ohio Inter-Institutional Urban Research Program	CSU, KSU, UA, YSU	6%
Urban Research and Technical Assistance Grants	CSU, KSU, OSU, UA, UC, UT, WSU, YSU	4%
Urban Linkage Program	KSU, OSU, UA, UC, UT, WSU, YSU Urban Design Centers at KSU, OSU, UC	35%

Scope and Methods

This LOEO study describes and provides recommendations for the Urban University Program. To conduct this study, LOEO reviewed documents relating to the program from individual universities and the Ohio Board of Regents.

LOEO spent a day at each of the eight UUP universities and asked the questions listed in Appendix A. LOEO interviewed members of the UUP Advisory Committee who direct the urban centers and chair the UUP committees on each campus. We also interviewed the directors of the urban design centers as well as Regents staff and the legislative liaison for Cleveland State University.

LOEO contacted 17 states and the District of Columbia to inquire about programs comparable to the UUP. We also observed four meetings pertinent to the UUP, including two meetings of its Advisory Committee. LOEO did not attempt to contact local officials or other users of UUP research and services for information on the program's impact.

LOEO's data collection focused on the following four questions:

1. How is the Urban University Program organized, including the role of various participants, the distribution of funds, and how faculty are rewarded for service to practitioners and policy makers;

2. How is the UUP evaluated, especially in terms of its impact on urban life;

3. How is the UUP accountable, that is, who reports to whom about the distribution and use of state funds; and

4. What changes were made in the program as a result of an external review conducted in 1986?

LOEO appreciates the assistance of all those who spent time with us, especially the faculty and staff on each UUP campus.

Report Organization

Chapter II describes the Urban University Program in terms of its goals, activities, funding, governance, and reporting requirements. Chapter III focuses on the impact of the UUP on both cities and universities. Conclusions and recommendations are provided in Chapter IV.

CHAPTER II
PROGRAM DESCRIPTION

In 1979, Cleveland State University proposed to the Ohio General Assembly the creation of a demonstration urban center to respond to the problems facing Cleveland and other Ohio cities. Such a center would be poised to take advantage of anticipated federal funds for an urban grant university program as part of Title XI of the Higher Education Act. The federal funds, although authorized, were not appropriated until fiscal year 1992.

Program Goals

The only record of legislative intent for the Urban University Program line item is in temporary language in budget acts. Section 312 of Am. Sub. H.B. 204 of the 113th General Assembly, enacted in 1979, called for the "development of a program focusing on solving the problems of Ohio's urban centers." The budget language specified that the "program's four major functions shall be training/education, research, technical assistance, and the development of an urban data base."

As described in Cleveland State's original proposal, the program was to address "the quality of life in the State's urban communities." The proposal noted that over 80 percent of Ohio's residents lived in urban areas, defined as communities with populations over 100,000. Given both the economic and social problems affecting urban areas, and the resources and expertise available in universities, the proposal argued for connecting the universities with their respective communities as one way to improve the quality of life in Ohio cities.

In addition to focusing the skills and resources of universities on Ohio's urban problems, the proposal noted that a state-funded program could also help develop the urban research and education capabilities of Ohio's urban universities.

Activities

To improve cities and universities, the eight UUP universities engage in a variety of activities with the cities and towns in their regions. The UUP is a large "umbrella" funding several hundred diverse activities through its urban centers, urban design centers, and faculty committees at the eight universities.

For example, Kent State offers ongoing training to finance officers and municipal clerks in small towns and cities. Researchers at the University of Toledo have studied why businesses leave the city. UUP faculty and staff at Wright State helped develop the strategic plan for the six-county area surrounding Dayton. Cleveland State provided state policy makers with census tract information for the 1991 General Assembly redistricting.

For the most part, each UUP university focuses on the needs of its city or surrounding area. Appendix B provides a list of the activities conducted by each university during the 1989-91 biennium and Appendix C includes the titles of the competitively awarded faculty research and technical assistance grants.

In addition to distinct local projects, UUP faculty and staff combine efforts on a number of activities. Under the Northeast Ohio Inter-Institutional Urban Research component, Akron, Cleveland State, Kent State, and Youngstown State collaborated on such studies as the emergence of the service sector in the northeast Ohio economy and the role of labor in the region. They have also coordinated their efforts to investigate the effect of each university on its neighborhood.

Furthermore, UUP personnel recently developed two networks to conduct research on the same topic across cities and campuses. Faculty and staff from seven universities formed a housing research network to document the effects of suburban and city housing development during the 1980s for each of Ohio's seven major metropolitan areas. These efforts have resulted in a comprehensive housing study for Ohio.

Faculty and staff from five universities have formed a solid waste management and recycling network. In addition to helping communities respond to the state requirements for waste reduction and recycling, they anticipate developing policy recommendations to assist local, state, and federal coordination of efforts in the future.

The UUP Advisory Committee also encourages communication among faculty and staff working on the same topic at different universities. Exhibit 2 summarizes the common topics addressed by more than one UUP university.

EXHIBIT 2

TOPICS ADDRESSED BY MORE THAN ONE UUP UNIVERSITY

TOPIC	UNIVERSITIES								DESIGN CENTERS		
COMBINED EFFORTS:											
Housing Network	CSU		OSU	UA	UC	UT	WSU	YSU			
Solid Waste & Recycling Network	CSU	KSU		UA			WSU	YSU			
Effect of University on Neighborhood	CSU	KSU		UA				YSU	KSU		
INDIVIDUAL EFFORTS:											
Neighborhood Development	CSU		OSU			UT	WSU	YSU	KSU	OSU	UC
Economic Development	CSU		OSU	UA		UT	WSU	YSU		OSU	
Data Base Services	CSU		OSU	UA	UC			YSU		OSU	UC
Housing	CSU			UA		UT		YSU	KSU		UC
City and Regional Planning	CSU					UT	WSU		KSU		UC
Training Public Officials	CSU	KSU					WSU				
Research on Homelessness			OSU	UA				YSU			
Regional Government Cooperation		KSU				UT	WSU				
Health Care				UA				YSU			
Needs Assessment for Social Service Agencies				UA				YSU			

In 1989 the General Assembly added two components to the UUP line item to fund separate activities at Cleveland State: a Center for the Interdisciplinary Study of Education and the Urban Child (referred to as the "urban child center"), and financial support for WCPN, a public radio station in Cleveland.

According to its proposal, the urban child center intends to use an interdisciplinary approach to "study education and systematically map directions for new approaches and new solutions" for understanding and responding to the needs of urban children. The center began operating in 1991, when its director was hired. The urban child center is connected to three colleges at CSU: Education, Arts and Sciences, and Urban Affairs.

Support for the public radio station is described in the budget bill as a public communications outreach effort for Cleveland State University. In exchange for state support, the radio station includes its affiliation with CSU in its on-air identification and in its printed materials. The station and the university jointly produce programs, which sometimes feature the work of CSU professors.

Program Funding

Except for executive budget reductions, funding for the UUP line item stayed the same or increased during the first twelve years of the program. Funding was reduced in the 1991-93 biennium.

Biennium	Expenditures
1979-81	$1.0 million
1981-83	$0.9 million (after executive cuts)
1983-85	$2.1 million
1985-87	$4.7 million
1987-89	$5.2 million
1989-91	$7.4 million (after executive cuts)
1991-93	$6.5 million (after executive cuts)

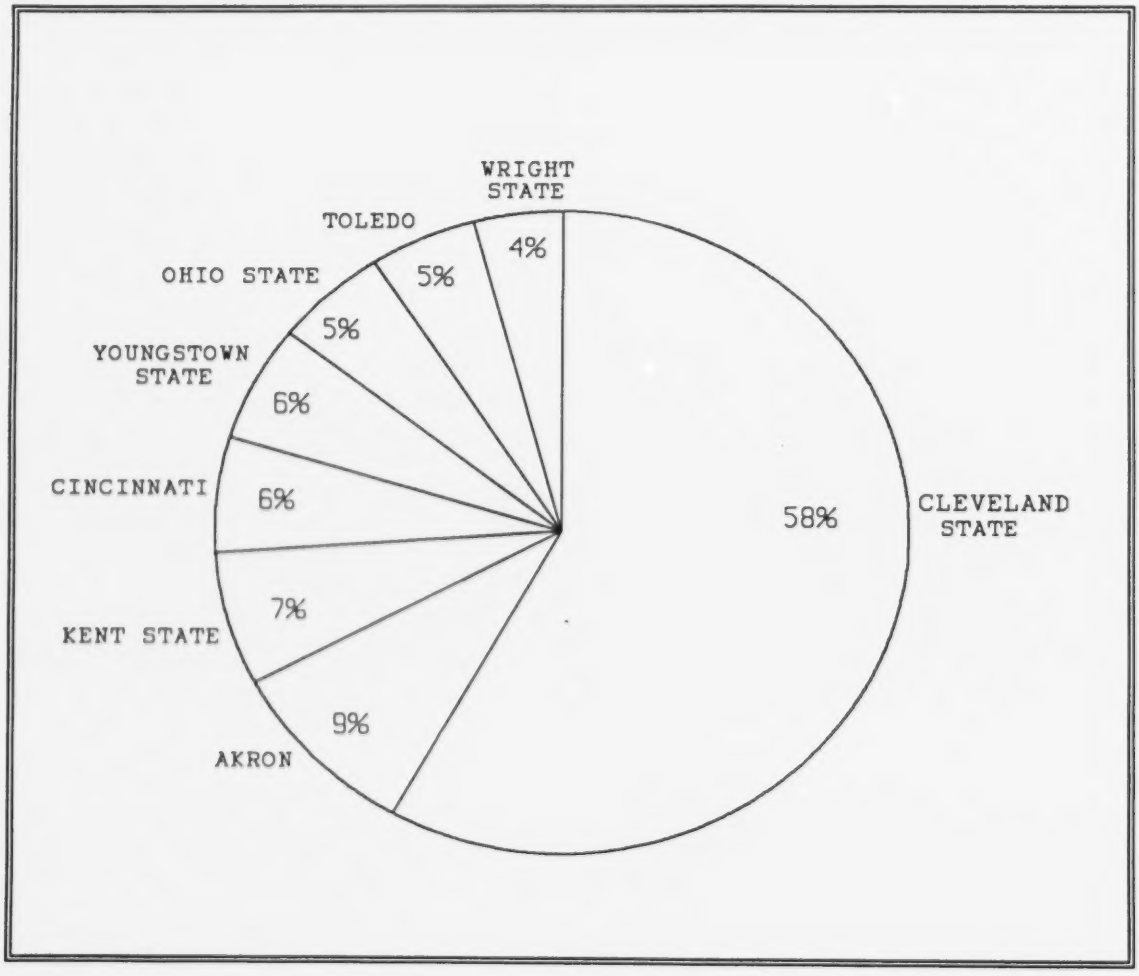
Funding Across Universities. To fund their UUP activities, the urban universities receive markedly different amounts of state dollars. The budget bill now earmarks 55 percent of the line item for Cleveland State to support its Urban Center, urban child center, and WCPN.

In addition to its earmarked funds, Cleveland State receives funds from two other components of the line item, the Northeast component (shared with Akron, Kent State, and Youngstown State) and the Research and Technical Assistance component (shared with the other seven universities).

Consequently, for fiscal year 1991, Cleveland State received a total of 58 percent of the UUP line item. Each of the other seven universities received from four to nine percent of the line item depending on its participation in the different UUP components. Exhibit 3 displays the percentage distributed to each UUP university for fiscal year 1991.

EXHIBIT 3

PERCENT OF ALLOCATION OF UUP LINE ITEM TO EACH URBAN UNIVERSITY FOR FY91



Funding history. The original UUP line item allocated $1 million to OBOR for an "Urban University Demonstration Project" with the direction to distribute it among the state universities. CSU maintained that instead of having eight equally funded centers with similar capabilities, it needed the majority of funds to develop one center of excellence.

Based on this rationale, and the fact that the House version of the 1979 budget bill earmarked half of the funds for CSU, OBOR allocated 50 percent of the UUP line item to CSU. The original proposal, an early UUP biennial report to OBOR, and initial correspondence from the chancellor to the universities described this allocation as start-up funds for the CSU Urban Center. During the 1982 budget process the General Assembly earmarked this percentage in the budget bill for the first time. The word "demonstration" was deleted from the line item title during the following biennium.

Initially, OBOR divided the UUP line item into three components. In addition to the 50 percent given to the CSU Urban Center, it gave 10 percent to the four northeastern universities operating the Northeast Ohio Inter-Institutional Urban Research Program. OBOR divided the remaining 40 percent equally among the seven non-CSU universities for the Urban Linkage component.

When UUP funds were increased significantly in the 1985-87 biennium, a fourth component, Research and Technical Assistance Grants, was added. This component awarded competitive grants to faculty members and originally funded the three urban design centers. (The design centers are now funded from the Urban Linkage component.)

Governance

As noted, the original 1979 legislation allocated UUP funding to the Ohio Board of Regents. At that time Cleveland State suggested OBOR create an Advisory Committee to "assist in the planning and coordination" of the program and include Cleveland State University in "a leadership role in organizing and conducting" the model urban university program.

The chancellor invited presidents of the other seven urban universities to appoint one member from each institution to an OBOR advisory committee. At the first UUP Advisory Committee meeting, the dean of the College of Urban Affairs at CSU was elected chair of this committee. He has remained chair, without subsequent elections, since that time.

With regard to funding decisions, the General Assembly currently earmarks dollars for three components at Cleveland State University, and allows OBOR to make decisions on how the remainder of the line item is distributed. The UUP Advisory Committee makes recommendations about these funding and other governance decisions to OBOR.

The UUP Advisory Committee is comprised of one member from each of the eight universities, with the exception of Cleveland State University, which has two members (the dean of the College of Urban Affairs and the director of its Urban Center). For the most part, Advisory Committee members are the persons responsible for overseeing the use of UUP funds on each campus. They include the directors of the six urban centers and the chairs of the two faculty committees which distribute the Urban Linkage funds.

The Regents staff does not attempt to administer or systematically evaluate the UUP. However, they report that they do monitor and periodically review program activities. As explained to LOEO by the Vice Chancellor for Academic and Special Programs, the UUP was not initiated by OBOR, but originated in the General Assembly. In the view of the Regents staff, when the program was established, no responsibility or money was given to the Regents staff to administer the program. Since the money was given to Cleveland State, OBOR permits CSU to assume nearly all leadership responsibility for the program.

The Regents staff is very interested in one aspect of the UUP--its collaborative research among faculty across Ohio universities. They are following UUP efforts at multi-campus collaboration in hopes that these experiences will be informative to others.

Reporting and Accountability

There are no reporting requirements for the Urban University Program as a whole. Each biennium, the Advisory Committee voluntarily compiles a description of the UUP activities on each campus into a report to OBOR. The Advisory Committee requires the faculty who are awarded the competitive UUP grants to submit a report to the Committee at the completion of their projects. These reports are not forwarded to the Regents staff.

Accounting for UUP funds takes place within each university. The university office responsible for research and sponsored projects provides oversight of expenditures for each UUP-funded activity.

In 1986 the Regents staff initiated a review of the Urban University Program. A national review panel of seven faculty members identified the program's strengths and weaknesses, considered whether it was accomplishing its original goals, and made recommendations for the future. A summary of their overall recommendations and LOEO's analysis of the UUP responses to these recommendations is provided in Appendix D.

CHAPTER III
IMPACT OF THE URBAN UNIVERSITY PROGRAM

Problems in Measuring Impact

The question of how much impact the Urban University Program has had on urban life in Ohio is difficult to answer. Urban life is complex with various factors affecting each problem and different governmental agencies working on solutions. In the midst of multiple decisions being made by different policy makers and practitioners, it is difficult to gauge the impact of university researchers on these decisions.

For example, the problem of urban housing is affected by many factors including economic, social, education, transportation, and public services. The solution to this problem belongs simultaneously to officials involved with economic development, financing of schools, transportation, taxation, public safety, and other city services.

State-level actions influence the effectiveness of local improvement efforts as well. For example, state construction of a highway around the perimeter of a city encourages development outside the city, which in turn affects the condition of urban housing. To bring about improvement, a coordinated state and local response to the urban housing issue is needed.

The role for university researchers and outreach workers in local and state decision making about urban issues is still evolving. Although the UUP has been operating in cities since 1979, the Advisory Committee has not identified what evidence it would use to demonstrate that the program has made a difference.

Perceived Impact on Cities

Advisory Committee members describe the effects of the UUP in several ways, although they have no formal evaluation system. The most frequently mentioned evidence of impact is that local officials, organizations, and businesses use the UUP services, refer the services to others, and return for additional assistance. During site visits to individual campuses, LOEO saw compilations of letters and news clippings documenting the positive impact of program activities on local areas.

Committee members also see evidence of their impact when their work is used by others, when city officials or newspapers make references to their work, and when others act on their recommendations.

In addition, Committee members report that universities are seen as a neutral presence when acting as facilitators for local governments or agencies. They also report that clients feel reassured when university faculty and staff bring their expertise to local concerns.

In some cases, UUP-sponsored university interns carry out specific tasks for cities and towns. In other cases, faculty and staff at university centers act as liaisons between local agencies or across volunteer groups.

Perceived Impact on Universities

According to UUP Advisory Committee members, the impact of UUP funding on universities is evident in the enriched experiences given to students who engage in outreach work sponsored by urban centers. Faculty feel the program improves the preparation of these students for work in the public sector after graduation. As part of their focus on urban issues, Cleveland State and Akron have developed a joint Ph.D. program in Urban Affairs.

Advisory Committee members maintain that UUP research on urban problems improves the teaching of those professors who bring research findings into university classrooms. Moreover, UUP funds have allowed faculty members to leverage other support for research on urban problems, publish articles in academic journals, and make presentations at professional conferences. As noted, faculty have also collaborated on cross-campus research projects through the UUP.

For Cleveland State, the UUP support has allowed the College of Urban Affairs to enhance its national reputation among academics. Its dean points out that in a national poll of university urban affairs faculty and administrators, the CSU college moved from the 29th position (out of 31) in 1981 to the 7th position in 1991.

LOEO OBSERVATIONS

Lack of Impact Information

Members of the UUP Advisory Committee noted that they believe their work has made a difference, although they do not have systematic documentation of UUP effects on urban life. Committee members base their belief in the program's positive impact on their informal collection of data regarding client satisfaction with UUP work. The current UUP reporting system documents the completion of projects, not their impact.

Program participants can report, for example, the number of people who attended a training session or the number of students who have participated in outreach projects. However, there is no attempt to follow-up on the long-term effects of these activities.

In LOEO's site visits, the only instance of systematic follow-up of UUP efforts was reported by the urban design center at the University of Cincinnati. Six months after completing a project, center staff return to the clients to ask about the effect of their work, including whether there has been any negative impact.

When LOEO asked the Advisory Committee about the impact of the UUP, its members explained how the program benefits the academic mission of the universities, in terms of their preparation of students, their research and publication records, and their status among other universities nationally.

However, the issue of whether the program has met its legislative intent (to focus "on solving the problems of Ohio's urban areas") may best be addressed by asking two questions: (1) how has UUP training and technical assistance affected the operation of government agencies; and (2) have UUP research findings informed the decisions of state and local policy makers?

Inherent Problems with University/City Collaborations

The UUP was designed to develop successful collaborations between universities and cities. The original UUP proposal described problems inherent to joint efforts across academic and policy/practitioner worlds. The UUP, it was proposed, would overcome problems of scholars and politicians having different languages, goals, and measures of success.

The structure of the university makes it difficult for faculty and staff to respond to public sector needs. Universities are not set up for interdisciplinary work, yet urban problems span different academic disciplines. Furthermore, Advisory Committee members describe the need for a certain type of faculty member to do public outreach work. The UUP mission requires faculty who want to work in teams and who have an interest in serving practitioners.

Faculty Reward System. An important issue related to university/city collaborations is the faculty reward system. Within the UUP universities, as with many institutions, each academic department decides its criteria for granting tenure and promoting faculty. Advisory Committee members told LOEO that the overriding criterion used to judge the

contribution of a faculty member is the research article written for academic audiences. Technical assistance for public officials is not valued within this reward structure.

The UUP Advisory Committee recognizes this problem, and reports it does affect which faculty members can be involved in outreach activities on their campuses. The university norms regarding tenure and promotion decisions work against the UUP in this case.

The original UUP proposal noted that for its programs to be successful, "academics who contribute to solutions of city government problems should be rewarded in some way." Despite this initial assertion, the UUP Advisory Committee later found that the problem of the faculty reward system was beyond its control.

Wright State University is the only UUP institution to address this issue. With support from their president, the university initiated a Department of Urban Affairs, in part to specifically reward faculty for their work on city problems. A tenure and promotion policy adopted in 1988 explicitly states that faculty will be rewarded for public outreach services. In order for this change to occur on other campuses, however, support from within and across other universities would be required. Encouragement may be needed as well from other sources, such as the Ohio Board of Regents and the General Assembly.

Retaining Center Staff. The urban centers and urban design centers need full-time staff in addition to faculty members. To attract and keep talented people, these centers need to be able to offer stability to staff positions. With two exceptions, participating universities treat the UUP funding as if it were a grant or similar temporary funding, rather than as an ongoing state appropriation. As a result, even after 12 years of line item funding, some universities have not yet made a long-term commitment to UUP urban centers and their staff. This makes it difficult for the urban centers to retain staff who have developed expertise on local issues.

Responses to External Review Panel Recommendations

The Regents staff asked the General Assembly to include a request for an external review of the UUP in the 1985-87 budget bill. The Regents organized a panel of seven professors from around the country who met with UUP participants and community clients for three days. In 1986 the panel prepared eight recommendations for the overall program, as well as individual sets of recommendations for the program at each of the eight universities. Appendix D describes the review panel's overall recommendations and LOEO's summary of UUP responses.

The review panel concluded that although UUP efforts at individual universities had succeeded in assisting local and regional clients, the program as a whole was not having a statewide impact:

> The Urban University Program has not yet had a visible impact statewide or at the State level; any detectable statewide impact is simply the sum of the regional impacts. No statewide impact is visible as yet because there has not as yet been any aggregation of the work of the separate centers into a concentrated whole. The theory and operationalization of the program have produced excellent results, but UUP needs to have a strong statewide and state level constituency.

The panel suggested that in order to expand the UUP's local and regional success, the Ohio Board of Regents and the UUP Advisory Committee should focus on:

* coordinating UUP efforts across campuses to have a statewide impact;

* communicating UUP work to a network of policy makers; and

* educating the public about urban issues to foster collective problem solving.

Although UUP efforts continue to focus primarily on local needs, there has been an attempt to coordinate some of their work across campuses in order to have a statewide impact. The two research networks dealing with housing and solid waste and recycling are the most obvious examples of this effort.

UUP Advisory Committee members have made some attempts to communicate the results of local efforts to state-level policy makers. LOEO observed, however, that the program still does not have an ongoing statewide audience for its work.

Furthermore, the 1986 review panel recommended that, as a way of coordinating the separate activities across eight campuses, the Advisory Committee hold annual conferences for both practitioners and academics. Only one such gathering featuring UUP findings has taken place--a tenth anniversary colloquium for UUP researchers in April 1991.

In another recommendation, the 1986 review panel suggested that OBOR consider whether the majority of UUP funds should continue going to Cleveland State. Noting that the other university sites needed additional funding to nurture the relationships

they had established with cities, the panel recommended "a fair proportion of any increase in appropriation should go to the sites outside of Cleveland."

With regard to the review panel's recommendations for the UUP on individual campuses, two universities made major structural changes. Kent State and Wright State created independent urban centers to carry out their UUP activities.

CSU Leadership of UUP

The Dean of the College of Urban Affairs at Cleveland State describes CSU as the "focal point" of the UUP. Its leadership role is reinforced by 58 percent of the line item, two members on the nine-member Advisory Committee, and chairing of the governing committee for twelve years. Program decisions are generally initiated by CSU, sometimes discussed by members of the Advisory Committee, and then submitted to the Regents staff who forward them to OBOR for approval. No proposal from CSU has ever been denied approval by OBOR.

When changes in the UUP budget are considered, CSU generally puts together the proposal and, by their description, "circulates it to the [advisory] committee members for comment," before submission to OBOR.

Other members of the Advisory Committee told LOEO that if CSU had not initiated the UUP, their universities would not have any state funding for these outreach activities. Therefore, members of the Committee consistently comply with the recommendations CSU makes to OBOR regarding the program.

The focus of CSU leadership seems to be on funding issues. For example, Cleveland State recently asked the other universities to pay a two percent "administrative fee" to CSU to help defray bookkeeping and publication costs.

In addition, the Dean had repeatedly proposed to the Advisory Committee that universities be required to match any increase in line item funds with institutional funds. This idea is represented in minutes from Advisory Committee meetings where Committee members discussed, but never agreed to the proposal.

Language requiring a dollar-for-dollar match of all UUP funds was included in the conference committee version of the 1991-93 budget act. The purpose of this new requirement was to ensure university support for, and commitment to, the program. In addition to requiring that all line item funds be matched, this budget language specifies that universities cannot count the overhead support they provide to UUP activities as

part of their matching funds. As a result, the contribution that universities make to the UUP urban centers in the form of office space, utilities, equipment, and services is not recognized as part of the matching requirement.

Due to their particular organizational arrangements, Cleveland State and Wright State are able to count their instructional subsidy and tuition funds as part of their contribution toward the new matching requirement. Because these universities combine instructional and outreach functions within the same organizational unit, they use instructional funds as part of their matching requirement. Other universities whose outreach centers are not affiliated with teaching units are not able to count their instructional funds as part of their institution's match of the UUP line item funds.

The budget act also states that the university funds used to match the state funds must come from "continuing rather than onetime sources." CSU's interpretation of this provision excludes the funds urban centers generate from year-to-year contracts with clients. This provision further limits how universities can meet the matching requirement.

According to some Advisory Committee members, these restrictions on which institutional funds can be counted toward the matching requirement may jeopardize future participation of one or more universities in the UUP.

CHAPTER IV
CONCLUSIONS AND RECOMMENDATIONS

The Urban University Program has accomplished the general intent of the legislature in using university resources to address the problems of Ohio's urban centers. Several hundred UUP activities occur each biennium, addressing urban research questions and the technical assistance, training, and data needs of local governments, organizations, and businesses. Based on informal feedback from their clients, UUP's outreach efforts appear to have had a positive effect.

From this study, LOEO draws the following conclusions about the impact and organization of the UUP:

Program Impact

* **Better information about the effects of the UUP on cities is needed.**

  The UUP Advisory Committee has informal feedback from clients as evidence of the program's effect on cities. Committee members and the Regents staff tend to describe the impact of the program in terms of its effect on universities, including improved opportunities for students and increased research and academic publications. However, they have not yet identified what evidence they believe would accurately reflect the program's impact on cities.

* **The program could improve its coordination of local and regional efforts to have more of a statewide impact.**

  In general, each UUP university has conducted research on, and provided assistance to, cities and towns in its region. This local work is important and commendable. However, improved coordination of UUP efforts would improve the overall effectiveness of the program, especially for urban problems that require state-level solutions.

* **The program could do more to develop a state-level audience for its findings.**

  In general, the results of UUP-supported efforts are communicated to local clients and in academic journals. Findings and policy implications could be better communicated to the general public and to state-level policy makers.

Program Organization

* **The majority of the program's resources remain focused at Cleveland State University.**

  Cleveland State's Urban Center was originally given the major share of program funding in order to provide a "demonstration" of how universities could assist cities. In LOEO's view, the other universities have since demonstrated that their urban centers and urban design centers can also provide services to their respective cities.

* **Recent changes in statutory language could affect future UUP participation.**

  An addition to the 1991-93 UUP budget language could affect the distribution of program funds to participating universities. Current budget language restricts the types of institutional funds which can be used to match line item funds; this may result in one or more universities withdrawing from the program.

* **UUP leadership could focus more on issues important to program success.**

  CSU leadership of the program has focused on administrative and funding issues. In LOEO's view, substantive issues that warrant more attention include:

  - focusing UUP efforts on a set of coordinated statewide topics;
  - communicating UUP research findings to a statewide policy audience; and
  - developing a set of indicators to evaluate the impact of UUP efforts on urban life.

RECOMMENDATIONS

LOEO RECOMMENDS:

* The Ohio Board of Regents and the UUP Advisory Committee propose statutory language clarifying the intent of the Urban University Program.

LOEO RECOMMENDS:

* The Ohio Board of Regents and the UUP Advisory Committee work together in order to improve:

  - coordination of UUP efforts within and across campuses;
  - targeting of statewide topics;
  - communication of findings to state-level policy makers; and
  - consideration of public outreach work in the university reward system.

LOEO RECOMMENDS:

* The Ohio Board of Regents and the UUP Advisory Committee begin immediately to develop an ongoing system for evaluating the impact of the Urban University Program on urban life. OBOR could require the Advisory Committee to report on the program's impact in its biennial report.

  One option would be to set aside a percent of the line item to be used for evaluation purposes; another option would be to use graduate students to help conduct the evaluations. A first step would be to identify a set of indicators for determining how university efforts have make a difference in cities. The indicators could be both quantitative and qualitative, but should be more than descriptions of activities completed or the academic standing of the universities. The evaluation evidence might include the way in which UUP efforts have influenced practitioners and policy makers at both local and state levels.

LOEO RECOMMENDS:

* The Ohio Board of Regents reconsider the distribution of line item funds to the UUP components.

  Cleveland State University has received over 50 percent of program funds for the last 12 years. OBOR could propose a change in the statutory language to more evenly distribute future funding increases. This could be accomplished by allocating the majority of any increase to the other seven universities through the Urban Linkage component.

LOEO RECOMMENDS:

* The General Assembly consider alternatives to the current budget language which restricts the way in which universities can show their institutional support for UUP efforts. This restriction may have the effect of eliminating some universities from the program.

  LOEO supports the concept of requiring institutions to show a commitment to the UUP by matching state funds. However, the current restrictions on the way the matching must be done could favor some universities over others simply because of their organizational structures. One policy option would be for the General Assembly to require universities to match a portion of, but not all, state funds. Furthermore, the General Assembly could allow universities to count their overhead support toward the matching requirement. Another option would be to require universities to match only future increases in state funding.

APPENDICES

APPENDIX A

URBAN UNIVERSITY PROGRAMS
BACKGROUND QUESTIONS TO ADVISORY COMMITTEE

Purpose and Organization

1. Describe your understanding of the original legislative intent in creating the Urban University Programs, and in each subsequent amendment. Provide any supporting documents.

2. Describe the decision to change the UUP from a demonstration project to a permanent program.

3. Who administers UUP activities at your university for each relevant component of the program:

   a. Urban Center, College of Urban Affairs, Cleveland State University

   b. Northeast Ohio Inter-Institutional Urban Research Program

   c. Urban Linkage Program

   d. Urban Research and Technical Assistance Grant Program

   e. Center for the Interdisciplinary Study of Education and the Urban Child, Cleveland State University

   f. Public Communication Outreach Program, Cleveland State University

4. How often do UUP personnel at your university meet with or otherwise communicate with the Board of Regents staff?

In the initial UUP proposal, priority areas were identified to be addressed by the Urban Center at Cleveland State University.

5. Since that time, what **statewide** priorities regarding urban life have been identified for the UUP to address?

6. How does your university address these statewide priorities?

7. In addition, does your university have specific priorities for its urban area?

8. If so, how were these university priorities decided upon?

9. Who at your university approves specific UUP projects?

10. What criteria are used to determine whether a proposed project is within the purview of the UUP?

11. The initial 1979 proposal alluded to the possible duplication of efforts within the UUP. How has the issue of duplication of efforts on the same topics across sites, universities, or components been addressed?

12. What unique contribution do universities make to solving urban problems that is not made by other agencies or organizations? Give specific examples.

Funding and Reporting

13. The $6.9 million appropriated to the UUP is distributed across the six components according to statute. Within each component at the different universities:

    a. How is the money distributed to the different projects at the different sites?

    b. Who makes the decisions about which projects get how much money?

    c. On what basis are such decisions made?

        1. Urban Center, College of Urban Affairs, Cleveland State University

        2. Northeast Ohio Inter-Institutional Urban Research Program

        3. Urban Linkage Program

        4. Urban Research and Technical Assistance Grant Program

        5. Center for the Interdisciplinary Study of Education and the Urban Child, Cleveland State University

        6. Public Communication Outreach Program, Cleveland State University

14. What are the requirements for reporting on the use of UUP funds?

15. Please provide a copy of the current budget for each relevant UUP component at your university.

16. What are the requirements for reporting on the results of UUP activities?

17. Please provide copies of any final reports related to UUP activities.

Originally, the GRF appropriation for the UUP was intended to attract additional government, foundation, or private sector research funds.

18. What additional funds has UUP attracted for addressing urban problems?

19. What are the reporting requirements of other funding sources?

20. Has there been an evaluation of how your institution's UUP activities affect urban life?

Personnel

LOEO is interested in the rank and status of faculty and staff members conducting UUP projects in the universities. Of particular interest is whether the faculty are tenured senior professors or untenured junior professors and whether the staff members have long-term contracts with the university or are employed on a short-term basis.

21. For the faculty and staff currently involved with UUP activities, please provide the following:

- name
- title
- rank, if faculty member
- status (temporary or indefinite), of staff member

LOEO is also interested in how the faculty reward structure in the universities may affect the operation of the UUP.

22. Within your university, how are tenure and promotion decisions affected by:

    a. a faculty member's work with local and state officials?

    b. documents written by faculty members for the general public or policy makers?

Activities

23. Please provide a list of the UUP activities within your university.

24. Please provide a list of publications related to UUP activities and publication dates.

25. Does the Advisory Committee have plans for another external review, similar to the one conducted in 1986?

26. If so, how will the review panel be selected?

27. If so, what will be the focus of the review?

APPENDIX B

SUMMARY OF URBAN UNIVERSITY PROGRAM ACTIVITIES

A variety of activities and events occur within the purview of the Urban University Program. Each participating institution selects activities based on its own areas of expertise. The following lists are "snapshots" of UUP-sponsored activities and topics addressed during the 1989-91 biennium at each university.

Urban Center
Cleveland State University

- Initiated a housing study which was replicated at six other UUP universities. Faculty members from the different campuses collaborated via this housing research network. The research focused on movement of the urban population to the suburbs, and provided projections and policy implications for what this migration would mean for the future.
- Compiled and organized census data, making information accessible for a variety of projects, including a Cleveland Area Atlas and an Economic Indicators Book
- Neighborhood development projects
- Solid waste and recycling research network
- Energy education
- Study of region's economic development organizations
- Economic impact of savings and loan bail-out
- Research on auto industry
- Effects of federal budget cuts on communities and nonprofit organizations
- Study of financial processes in Cuyahoga County
- Leadership training for public managers
- Technical assistance to City of East Cleveland
- Research, technical assistance, and training for managers of public works

Center for Public Administration and Public Policy
Kent State University

- Comparative study of labor-management climate in Northeast Ohio, the state of Ohio and the nation
- Outreach to local communities by Center field representative
- Solid waste and recycling research network
- Provided interns to cities for specific tasks:
  - Promotional literature and job descriptions for government positions in University Heights
  - Capital improvements program for Macedonia
  - Affirmative action plan for Kent
- Produced a capital budget plan for Green Township
- Provided training to municipal clerks, finance officers, elected officials, and local government supervisors in areas such as:
  - Personnel policies
  - Supervisory practices
  - Financial management
  - City council procedures and rules
- Provided data base services to local governments through LOGIN, which allows local governments to submit questions to and receive answers from each other on a variety of issues and policies
- Assessment Center for the review of candidates for local government management positions (e.g., fire chief)
- Conducted city council retreat
- Research on managing urban development in wetland watersheds
- Research on use of strategic planning and regional inter-governmental cooperation in northeast Ohio
- Assessment and development of alternative education programs for high-risk youth
- Convened conference on "Energy and the Environment," resulting in publication of Energy, the Environment, and Public Policy: Issues for the 1990's (Praeger Publishing, 1991)
- Research on test anxiety in low-income black children
- Comparative study of parental practices and support networks of black mothers in three different types of family structure

Committee on Urban Affairs
Ohio State University

- Housing Network (See Cleveland State University, page B1)
- Role of neighborhoods in health practices and the well-being of senior citizens in urban areas
- Crime, disorder, and fear of crime and neighborhood change
- Role of social urban factors in decisions made in Ohio felony court
- Success of the unemployed in finding work when unemployment insurance is terminated
- The effects of government subsidies on Japanese business location decisions
- Causes of homelessness
- Urban hardship and the role of fiscal institutions
- Modeling wrongful conviction in urban counties
- Inter-industry telecommunications
- Modeling framework for Ohio metropolitan areas
- Providing a literate environment for at-risk middle and high school students
- Geography Information System (GIS) research
- "Cities in the 90s" symposium

Center for Urban Studies
University of Akron

- Housing Network (See Cleveland State University, page B1)
- Ohio issues scanning program
- Emergence of the service sector in Northeast Ohio
- Roles of community colleges in economic restructuring
- Coordinated study of solid waste and recycling
- Homelessness and its connection to domestic violence
- Impact of expanding health care coverage to dislocated workers and the urban poor
- Stark County Fact Book

- Changing commercial land use patterns
- Effect of the university on its neighborhood
- Citizens' perceptions of public service
- Urban Extension program
- Technical assistance to City of Akron bus system to increase ridership
- Data analysis services to:
  - Government
  - Private businesses
  - Market researchers
  - Newspapers
  - Schools
  - Social service agencies
  - Hospitals
  - Churches
  - Unions
  - Banks
- Focus group research and conference on housing and homelessness

University Program Advisory Committee
University of Cincinnati

- Housing Network (See Cleveland State University, page B1)
- Early childhood and special education
- Workplace literacy enhancement
- How school policies and practices affect participation of parents of at-risk students
- Methods of teaching math to black high school students from single parent families
- How kindergarten students taught with the whole language method approach reading and writing tasks in first grade
- Technical assistance to the Area Schools Assistance Program
  - Developed and implemented plan for high school drop-outs to earn diplomas
  - Developed and implemented plan to help graduates clarify and achieve academic goals

- Computerized data base of resources available to small businesses
- A "Matchmaker Program" for matching university expertise with needs for technical assistance in the community
- Assessment and intervention for urban Appalachian pre-schoolers
- Model and guidebook for educators and parents on community and parent empowerment
- Computerized research and design for clothing for the disabled
- Health and social services in Cincinnati's East End
- High school and university gateway to health education
- Communication skills for youth leaders

Urban Affairs Center
University of Toledo

- Housing Network (See Cleveland State University, page B1); including analyses of:
  - Housing submarkets
  - Loss of population
  - Vacant housing
- City of Toledo downtown master plan
- Toledo Metropolitan Area Council of Governments
  - Task force on regional issues
- Neighborhood development
  - Preservation of historic sites
  - Restoration of Maumee River project
  - Working Groups on Neighborhoods
  - Strategic plan for neighborhoods
  - Training for neighborhood groups
- Econometrics/forecasting
- Analysis of reasons firms leave Toledo
- "Discover Downtown Toledo" walking tour brochure and guide training

Center for Urban and Public Affairs
Wright State University

- Housing Network (See Cleveland State University, page B1)
- Six-county strategic plan
- Tax base sharing
- Placement of interns
  - Dayton Office of Budget and Management
  - Greene and Miami Counties Probation Departments
  - Miami Valley Regional Planning Commission
- Regional Transit Authority
- Training of local elected officials and finance officers
- Retention and expansion of businesses
- Wage and salary survey of high-tech industries
- New approaches to economic development and urban policy
- Neighborhood mediation programs
- Property tax revenues in Washington township
- Ride-share program study
- Low-income housing research

Center for Urban Studies
Youngstown State University

- Housing Network (See Cleveland State University, page B1)
- Housing
  - Supply and demand in Youngstown
  - Foreclosure study
- Local manufacturers' data base
- Industrial location
- Ethnic settlement patterns
- Population movement in northeast Ohio
- Civic index for Youngstown

- Directory of metal-working services
- Study of steel industry in Ohio
- Identified bulk purchase input supplies used by area manufacturing firms
- Retention and supply of metal production industries
- Freight rates and trucking costs
- Three-county survey of wages and benefits
- Future of Mill Creek Metropolitan Park District
- Solid waste management and recycling

Urban Design Center of Northeast Ohio
Kent State University

Design Assistance - Cleveland, Ohio

- Infill housing study for Buckeye-Woodland neighborhood
- Storefront Design for Buckeye Evaluation and Technical Institute
- Urban Design Plan and Infill Study for Ohio City Neighborhood
- Urban Design Plans for:
  - St. Vincent Hospital Site in St. Vincent Quadrangle Neighborhood
  - Literary Triangle Site in Tremont Neighborhood
  - Scranton Peninsula Site on Cuyahoga River
  - Cleveland State and Adjacent Urban University Neighborhood
- Site Studies for Urban Housing Adjacent to North Coast Harbor
- Urban Design Investigation for Case Western Reserve University and Proposals for Research Library Site
- Urban Design Guidelines for City of Olmstead Falls
- Computer Modeling for Cleveland Central Business District

Design Assistance - Akron Area

- Cascade Locks Plan, Slide Show and Brochure for Cascade Locks Revitalization Committee
- Urban Design Plan for Copley Road for West Side Neighbors, Inc.
- Central Business District Parking Study, Kent

Design Assistance - Canton Area

- Investigation of Reuse of Stark County Courthouse Annex, Canton
- Preservation Guidelines, Central Business District, Massillon

Public Education Programs and Activities

- Two Forums on Proposed Gateway Project, Cleveland
- Forum on Possible Reuse of Greyhound Bus Terminal, Cleveland
- Exhibition of Cleveland Sacred Landmarks, School of Art, Cleveland State University
- Symposium on Cleveland Sacred Landmarks, Trinity Cathedral, Cleveland
- Guidebook on Cleveland Sacred Landmarks
- Purchase of Books, Reports, Movies and Video Tapes on Urban Design for Resource Library

Columbus Neighborhood Design Assistance Center
Ohio State University

- Helped architectural firms design commercial corridors
- Designed 183 building exteriors in ten targeted Columbus neighborhoods
- Designed 15 site plans for landscaping and parking
- Provided assistance to merchants' associations in 10 targeted neighborhoods
- Employed student interns in fields of architecture, landscape architecture, and city and regional planning
- Special projects in Columbus area
  - Parking plan for Short North neighborhood
  - Photographs for community orientation presentation by Mt. Carmel Medical Center
  - Presentations to Columbus housing boards
- Assistance to Columbus in designing improvement plans for Parsons Avenue and East Main Street neighborhoods
- Seminars for building and zoning codes
- Standardized exterior designs recommended for each of the 10 targeted Columbus neighborhoods
- Resource Library

- Landscape design for Rainbow Park for area residents to use while Franklin Park is being used for the Ameriflora exhibit
- Data base on individual neighborhoods within the city

Community Planning and Design Center
University of Cincinnati

- Affordable housing in two sites in the North Fairmont neighborhood of Cincinnati
- City of Miamisburg streetscape
- Comprehensive plan for Fay neighborhood including child care, career development, youth activities, and environmental improvements
- Two-year plan for East Westwood area within city
- Traffic study for intersection at Winton Place
- Third annual Workshop on Affordable Housing (Search for Shelter, activity of the American Institute of Architects)
- Rehabilitated housing with homeless workers
- Apply expert computer systems to urban design work
- Urban data base on neighborhoods, available to ongoing community groups

APPENDIX C

RESEARCH AND TECHNICAL ASSISTANCE GRANTS

The Research and Technical Assistance Grants are selected competitively from faculty proposals submitted by all eight universities. Each UUP Advisory Committee member reviews submissions from his or her campus and selects three proposals to forward for consideration by an external review panel.

The Research and Technical Assistance Grants are the only UUP efforts required to address three statewide program priorities first identified in the 89-91 biennium:

1. Urban housing,
2. Urban Education, and
3. Cooperation among governmental units in the same geographic region.

Also funded by this component are Minority Research Grants, which are not required to address the priorities. Untenured Black American faculty members are eligible for these grants.

The following proposals were accepted during the 1989-91 biennium:

Research Grants

- A Case Study of Recycling Attitudes and Behavior Patterns in Summit County (University of Akron)
- Learning to Read and Write in Whole Language Classrooms (University of Cincinnati)
- Public Private Cooperation in Local Housing Initiatives (University of Cincinnati)
- Housing Efficiency with Recycled and Used Materials in an Urban Setting (University of Cincinnati)
- Replenishing Housing Rehabilitation Loan Funds for Lower Income Homeowners in Ohio Cities (Cleveland State University)
- Economic Development Bond Bank (Cleveland State University)
- Homeless Assistance in the Post-McKinney Era (Ohio State University)
- An Analysis of the Ohio Local Option Income Tax for Urban School Districts (University of Toledo)
- An Analysis of Housing Submarkets in Toledo (University of Toledo)

- Developing a Foundation for Regional Cooperation: The Prospect of Tax Base Sharing and the Problem of Annexation (Wright State University and University of Akron)
- Industrial Restructuring and Equity in Public School Finance in Ohio (Youngstown State University)

Technical Assistance Grants

- Early Identification and Support for a Minority Teaching Pool (University of Cincinnati)
- A Culturally Sensitive Reading and Math Curriculum for African-American Youth (University of Cincinnati)
- Developing a Supplementary Education Program for Low-Income Youth at the African-American Museum (Cleveland State University)
- Assessment and Development of Alternative Education Programs for High-Risk Youths (Kent State University)
- Preparing Minority Youth for College: Analysis of TOLEDO EXCEL (University of Toledo)
- Rescue Average African Americans (Youngstown State University)
- Housing Data Base (Youngstown State University)

Minority Urban Research Grants

- Project Well Being: Community Based Activities to Prevent Adolescent Pregnancies and to Promote Educational Motivation (University of Akron)
- Transitioning from Unemployment to Employment: The Role of Social Support and Job-Seeking Attitudes (University of Cincinnati)
- African American Teen Fathers: Myth or Reality (Cleveland State University)
- A Comparison of the Parental Practices and Support Networks of Black Mothers in Three Different Types of Family Structures (Kent State University)
- The Effects of Large Group Opportunity to Respond--Instructional Strategies and School Social Skills Training on the Performance of Academically At-Risk Students in the Inner City (Ohio State University)
- The Assessment of the Community Pharmacy Service Needs of Urban Toledo (University of Toledo)

APPENDIX D

1986 EXTERNAL REVIEW PANEL RECOMMENDATIONS AND LOEO ANALYSIS OF UUP RESPONSES

1. The panel recommended "the current allocation of $75,000 be frozen in place as 'hard' dollars for all of the sites."

   LOEO Analysis:

   "Hard" dollars is the university's way of describing funds which can be counted upon from year to year. In contrast, "soft" dollars is the university term for financial support which is not guaranteed from year to year. For example, a source of funds which is renewed each year, but which cannot be relied upon until it is actually renewed, would be "soft" money. The University of Akron already treated its UUP funds as hard dollars in 1986; CSU reports treating its UUP funds as hard dollars as well. This recommendation has not been addressed on any of the other UUP campuses.

2. The panel recommended "increments up to a total of $150,000 be available as matching money based on some measure of institutional commitment. Individual institutional commitment could include, among other things, the line item allocation of hard dollars to units vested with the responsibility to apply these resources to urban problems in their immediate region or to applied local linkages."

   LOEO Analysis:

   In the 1991-93 budget bill, the General Assembly added language to require participating institutions to match all of, as opposed to any increases in, the UUP line item fund. In addition, the General Assembly prescribed which funds can be counted toward the institutional match. The language disallows overhead support and funds from year-to-year contracts with clients to be counted as part of the matching funds.

3. The panel recommended "a fair proportion of any increase in appropriations should go to the sites outside of Cleveland. This will be important if there is to be a broader impact, and if the university/urban relationships nurtured with the Urban University Assistance Program Funds are to come to full fruition. Although a delicate issue, perhaps the question of whether the Urban Center at Cleveland has reached an appropriate scale or should grow at a slower rate needs to be raised. There is a possibility that if the financial increases in the program continue to go

mainly to Cleveland State, the program could be jeopardized by the loss of political support elsewhere in the state."

LOEO Analysis:

This recommendation was not considered by the Ohio Board of Regents or by the UUP Advisory Committee. Increases in the UUP line item in subsequent budgets were not distributed to sites outside of Cleveland. Instead, the percentages of funds going to each UUP component remained the same as they were before the review panel made this recommendation.

4. The panel recommended "maximum institutional flexibility at each university be maintained in order to meet local and regional needs."

LOEO Analysis:

The program participants have a great deal of flexibility in determining which UUP topics to address in the respective cities.

In reference to funding, however, there is less flexibility. New constraints from the General Assembly require a dollar-for-dollar match for all UUP funds from each university and limit how this match can be met with both internal university and external client dollars.

5. The panel recommended "the encouragement of greater collaboration between the universities and continuing conversations with local policy makers."

   a. The panel recommended "the organization of an Annual Ohio Urban University Conference in which all of the work completed in the previous year is presented to a practitioner/academic audience from throughout the state."

   b. The panel recommended "an annual publication be distributed which includes the best research and demonstration projects funded by the Urban Universities Program. This will preclude so much of it being seen in refereed journals before finding its way into Ohio.

"In sum, there should be a system of urban centers throughout the state of differing sizes and differing content, depending on local priorities, but tied together in a network, probably computer based, that would balance both the unique work of specific sites and system wide research in areas such as economic development

or/and use allocation, etc. In short, a statewide consortium of centers would truly develop a national model for other states."

LOEO Analysis:

The participating universities have collaborated on two research networks as well as on other urban topics. Each university has developed ties with local policy makers. There has not been an annual conference nor an Ohio publication focused on UUP-supported projects. Although the UUP Advisory Committee members sometimes refer to this program as a potential national model, it is not due to a computer-linked statewide consortium.

6. The panel recommended "the allocation of funds from the Urban Research Fund should be done solely on the basis of quality of research. The allocation should not be based on equal division among the sites."

LOEO Analysis:

This recommendation has been followed; the UUP now uses an external peer review process to award Research and Technical Assistance Grants. The selection process was formerly conducted by the UUP Advisory Committee.

7. The panel recommended "the Northeast Ohio Inter-Institutional Program be given a more established administrative structure which would enable it to engage in systematic long range program planning, relate more effectively to the region's public and private leadership group, and disseminate more effectively the products of the program's efforts."

LOEO Analysis:

This recommendation has been partially followed. There are now three major categories of grants, one of which deals with more systematic long-range planning. There have been no apparent efforts to address the recommendation for a more established administrative structure.

8. The panel recommended "in considering program redefinitions, the Board of Regents add the education of the community as one of the important objectives of the urban university program."

a. The panel recommended "future criteria for research investments favor projects that explore how Ohio communities can learn more effectively what they need to know about complex policy programs."

b. The panel recommended "all research projects funded through the system should be examined to see how the results can be communicated to general citizens as well as policy leaders."

LOEO Analysis:

This recommendation has not been followed. The Ohio Board of Regents takes no role in leading the program, choosing topics for research, establishing priorities, or addressing community education and communication issues.

RESPONSES

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OHIO BOARD OF REGENTS

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February 25, 1992

Mr. Paul Marshall, Director
Legislative Office of Educational Oversight
Vern Riffe Center
Ohio General Assembly
77 S. High Street, Concourse
Columbus, Ohio 43266

Dear Paul:

Thank you for the opportunity to comment on your office's report on the Urban University Program.

Overall, we are very pleased with the report. We think that it provides useful insight into an important area of higher education. Equally significant, we believe that the draft expresses an understanding not only of strengths and weaknesses, but also of the complex problems that obtain when higher education is involved in providing services of the kind carried out in the Urban University Program.

The final report effectively addresses most of the specific concerns that we expressed in our previous conversations and in our written response to the first draft. I will take this opportunity, therefore, to comment on some of the recommendations.

* **Recommendation:** Regents and the UUP Advisory Committee should work together in order to improve coordination, focus, and communications.

> We concur with this recommendation. It is our belief that important efforts in these directions are being made, but we agree with LOEO that improvements can be made.

* **Recommendation:** Developing an ongoing system for evaluating the impact of the program on urban life.

We very much support this recommendation in principle, and express possible reservations only about short-term cost.

* **Recommendation:** Reconsider the distribution of line item funds to the UUP components.

We agree that it is reasonable to reconsider the distribution of future funding increases. Another part of the recommendation, however, can be read to suggest the possibility of a more radical restructuring of funding, one that would change in a major way the role of Cleveland State in the program.

The Board of Regents staff has no reason to believe that a different approach to the distribution of funds, one that eliminates or substantially reduces the future role of Cleveland State as 'focal point', would be better than the current approach. Moreover, we can see some reasonable possibility that it would damage the program.

As noted in our earlier response, the decision to give Cleveland State the lead in this program was a considered one. It had (and has) support in the General Assembly and was affirmed by the Regents after open debate.

A major reason for that initial decision was that the Cleveland metropolitan area was the State's largest and that issues and problems there were consequently more acute; this has not changed.

Another principal reason was that urban studies was a particular focus area of Cleveland State and that the program would, in consequence, be directed toward an existing and building strength. This is also still true. It is important to note that Cleveland State's investment in urban programs goes far beyond the support it receives through the UUP. Urban programs and studies have comprised, for example, the core of CSU's investment in Selective Excellence.

Finally, as the Regents continue their efforts to build greater statewide synergy by linking programs at various institutions, we believe that we will need to employ a multiplicity of models. An approach that balances specialization across an array of campuses with a comprehensive approach on a lead campus is one that appears to make good sense. We believe that the Urban University Program has been very successful overall; it has built an infrastructure over the last decade that will now make possible further advances, very likely with the assistance of monies leveraged from the Federal government.

* **Recommendation:** Consider alternatives to the current budget matching language.

It is not yet clear to us whether or not either the budget language or the implementation approach placed an unfair or unreasonable burden on any of the campuses. We will reexamine this issue and, if this view appears to be incorrect, support a change.

Thank you again for the opportunity to comment on what we consider to be a very strong and useful report.

Sincerely,

Elaine H. Hairston

Elaine H. Hairston
Chancellor

UUP

The Urban University Program

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REGENTS ADVISORY COMMITTEE ON URBAN UNIVERSITY PROGRAMS

Comments on Legislative Office of Education Oversight's Report on the Urban University Program

February 24, 1992

The Regents Advisory Committee on Urban University Programs has reviewed the report on the Urban University Program compiled by the Legislative Office of Education Oversight. In general, the Committee is pleased with the results of the study and plans to take positive action on a number of the LOEO recommendations. The Committee does wish to make several comments.

Evaluation of UUP Impact. The Committee agrees with LOEO that the current lack among the UUP campuses of formal program impact evaluation information needs attention. The Committee will work to remedy this shortcoming.

In measuring the effectiveness of UUP supported research and outreach projects, the Committee continues to feel strongly that one important benchmark is the extent to which client organizations served by the UUP do request future assistance. Return business is a valid measurement of the value of UUP expenditures to the community. The Committee will also develop other means to determine the qualitative impact of the UUP. The Committee does not believe, as the LOEO report suggests, that the quantitative indicators of change in the urban environment are appropriate measurements for the success of such a modestly funded effort as the UUP.

The Committee reminds the LOEO that our public universities in Ohio do not have a mandate under this program to initiate direct changes in the urban environment. The university's role is to inform the community and its decision-makers about the nature of the problem and the range of viable options available to respond to the problem, and to assist in appropriate ways as requested by the community to work to resolve the problem.

In searching for and structuring ways to measure the impact of the UUP, the Committee is mindful that such evaluation steps will cost money. The Committee will seek approaches that build in such costs to the financing of the projects themselves. The Committee is opposed to a formal set-aside of funds within the UUP for such evaluations. The actual costs will vary considerably by size and type of project and are much more efficiently and less expensively handled at the project-by-project level.

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State-wide Impact of UUP.

The Committee agrees with the LOEO that the UUP needs to improve the ways in which it communicates the results of its work to the general public and public decision-makers at all levels of government. The Committee will work on improving this process in the future.

The Value of Networking

The Committee agrees with LOEO that networking among the UUP campuses is important. The UUP has a track record of over a decade of such networking. Currently, there are at least five major networks underway or in the initial phase, covering such issues as housing, municipal solid waste and recycling, urban data mnanagement, economic database development, and public management. Indeed, what is uniquely important about the UUP is that participating universities do collaborate to a significant degree. Such cooperation is a feature which distinquishes the UUP from many other higher education programs which are often oriented to a single campus.

Moreover, the rapid increase in the number and variety of the UUP nurtured networks in the past several years is an indication that the first phase of the program which focused on the building of local capacity to provide outreach services is now beginning to pay off for the state as a whole. With the first availability of federal funds this summer (Title XI: Urban Community Service grants), it is the intention of the Committee to present to the U.S. Department of Education what is likely to be the **only** state-wide, multi-campus collaborative grant proposal in the country. This step would not have been possible without the work of this past decade on networking within the UUP.

Role of CSU

There is a concensus on the Committee that Cleveland State University should continue to serve as a focal point for the UUP. This approach insures that at least one institution is able to reach the level of a Center of Excellence in urban programing, given the relatively small amount of state funding currently provided for the UUP. The Committee (with the exception of CSU) does support having OBOR assess whether the current proportional shares should be altered as regards future funding **increases**.

Matching Requirement

It is the Committee's view that the objective of the matching requirement in the current biennium appropriation for the UUP is to solidify and clarify university investments in urban outreach, and to increase these investments in the future. The experience of some of the UUP campuses is that the new matching requirement is already having a positive effect on their funding. The Committee appreciates LOEO's support for this improvement in the institutional support for the UUP. The University of Toledo dissents from the Committee's position on the matching requirement.

As regards possible changes in the future in the current matching requirement, at present the Committee does not have a concensus on the optimal amount and source of matching funds for the UUP.

Comments on the Report of

the Legislative Office of Education Oversight

on the Urban University Program

by Cleveland State University

February 24, 1992

The LOEO report is the second such evaluation of the full UUP since the Program's inception in 1979. A number of issues of importance to the UUP's future have been identified, some of which are in the process of being addressed by the participating universities. Cleveland State University wishes to address several issues which are raised by the January 30, 1992 report.

* The identification of separate, ongoing sources of federal, state, and local funding for university urban research and outreach activities has been a critical guidepost for the building of the UUP since its inception. The strong UUP interest in the newly funded federal Title XI Urban Grant University Act is thus part of the overall strategy for the support of urban university research and outreach units.

* It has been the objective of the UUP to provide sufficient funding to develop at least one center of selective excellence in the state in this area.

* The first decade of the program at all the campuses has been focused on building capacities in response to local problems. The program has begun moving into a new phase with greater stress on collaborative networks among UUP campuses.

* In this new phase of the program, it is important for the various participating universities to solidify their support for their UUP activities. The newly approved matching funds concept is designed to help clarify the extent of this on-campus support.

* At CSU, the university and the Levin College have been investing in the development of an academic unit with sufficient regional and national standing so as to be able to attract and retain talented faculty, students, and staff and thereby to continue to improve the quality of its academic and outreach programs.

Dedicated Funding for Urban Research and Outreach

The report discusses the original Program Goals for the UUP contained in the 1979 CSU proposal. That proposal also stressed

the importance of providing separate sources of support (federal, state, and local) within the university for applied research and outreach so that diverting funds from instructional budgets can be avoided. In Ohio, this approach is perhaps best illustrated by the OSU Agriculture R & D/Cooperative Extension program. The centerpiece of that highly successful model is the investment of significant public resources in one university site to create and sustain a lasting center of excellence. More recently, a similar approach has been adopted by the Ohio Board of Regents in the design of its Selective Excellence Programs.

The key is to focus enough resources in one site so that sufficient capacity can be established for the long haul. Thus, it is doubtful that Ohio's agriculture extension program would have been as successful had the same funds been spread across a number of universities, each struggling with insufficient financing to mount a full range of activities.

At Least One Center of Excellence

As CSU's original proposal points out, the extensive experience around the country by 1979, and the several evaluations of those efforts then available, pointed strongly to the need to design highly focused activities directed toward committed clients (such as distressed cities). To be successful, programs need sufficient core resources so that the uncertainty and lack of continuity caused by the ebb and flow of soft money grants can be overcome in the university outreach unit. Minimum core funding in the range of $500,000 in ongoing resources (in 1979 dollars) was judged to be needed then in order to develop and sustain a viable program. It was upon this extensive research and experience that Ohio's Urban University Program was based. The past twelve years of UUP activities in Ohio has proved this advice to be sound.

The creation at the federal level of the Urban Grant University Act (Title XI) also had considerable importance for the establishment of the UUP in Ohio. One of the initial program goals was that early movement in funding a significant urban center effort at CSU would give Ohio an increased chance to attract Title XI funds to the state. It has taken a dozen years to get Title XI funded at the federal level. An appropriation of $8 million in FY 92 funds last fall will result in the first grants being be made this coming summer, an important achievement given tight federal budget constraints.

Faculty Rewards. The report properly focuses attention on the problem of how faculty members who involve themselves in applied research and outreach activities are rewarded. While the publication of research results in refereed journals remains an

important component of the reward system for faculty members involved in urban public service work, it is not the only criterion used at CSU. A number of faculty members have received tenure and/or promotions (approved by both the College and the University) based in part on explicit references to such outreach activities. In fact, faculty members in the Levin College have specific weight (one-third) given to outreach work in annual performance evaluations. Further, the Levin College often buys out course time from faculty members so that they can work on outreach projects. This an approach not very common elsewhere in the country in similar units. It helps protect the time allocation of faculty members desiring to do such work and improves the quality of faculty teaching.

While the report is correct in its description of the challenge which UUP units face in retaining professional staff, it should be noted that fourteen years of UUP funding provided by the General Assembly has made it possible, at least at CSU, to both attract and retain talented senior leadership. Half (3 of 6) of the Urban Center's program directors have been in place for five years or more. Part of this success is explained by CSU's practice of treating a large portion of its UUP investment in the Urban Center as core funding for its programs. This has given key staff the ability (and the confidence) to take the long view about their relationship with the College and the opportunity, in turn, to attract other experienced, committed staff to the Center.

University Matching Funds

The report touches on the issue of matching funds, a matter now addressed specifically in the latest appropriation language for the program. The original impetus for the recommendation for having universities match some or all of the UUP funds came in the main from the 1986 Panel. For several biennia following the issuance of that report, the UUP Advisory Committee supported recommendations to the Chancellor that such a matching system be installed.

The objective of the matching provision is to solidify such current investments where they exist and to encourage such investments where they do not exist. That was the objective set forth by the 1986 Panel and CSU fully supports the objective. Already, in this first application of this approach, several of the UUP units have reported successes in attracting new university resources not previously available to their programs, a particularly gratifying result given the difficult budget times in higher education in Ohio. This points to the logic and success of this approach.